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AUTHOR Esp, D. G.
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ABSTRACT

This report offers an overview of the educational system in Norway and of the selection and training of headteachers in the elementary and secondary schools. Compulsory education lasts for 9 years (for students from 7-16 years of age) and is provided by the basic school, the grunnskolen. All pupils follow almost the same timetable throughout the first seven years, with limited subject options in the eighth and ninth grades. The educational system is highly centralized because of the need to provide equal opportunities for people living in varying geographical and social circumstances. There is a trend toward administration being increasingly devolved to regional and local boards. Teacher training is funded by the Ministry and usually organized at the county or municipal level. There is no training for headship prior to appointment because the training would be contrary to a tradition, backed by parliamentary decision, that emphasizes practical teaching experience and professional improvement through self-training. Educational institutions have a high degree of participatory government via staff, student, and parent councils. Heads of the grunnskolen are recruited on the basis of five years of good teaching experience and evidence of management skills. Headteachers may have had experience as deputies or school counselors, but there is no ladder of promotion. Appointment arrangements are supervised by the County Director of Schools with the cooperation of a municipal board. Final approval of appointments rests with the Ministry of Education. Appendices provide two documents, written by a county director of education, describing two compulsory inservice programs designed to improve working conditions. (JD)

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ED209178

# THE SELECTION AND TRAINING OF HEADTEACHERS IN NORWAY

This report stems from a short 4-day visit to Norway in June 1980. It is no more than a preliminary survey of headteacher training in that country, but hopefully will encourage others to follow up the interesting developments that are taking place.

This report also includes some comments on headteacher selection.

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D G ESP
First Deputy Chief Education Officer (Schools
Somerset County Council

January 1981

SP 018739

THE EDUCATION SYSTEM

Pre-primary school education for under-7's is voluntary and provided mainly by kindergartens ("barnehager"). Compulsory education lasts for 9 years (7-16 years) and is provided by the basic school ("grunnskolen") which is divided into two stages - the junior ("barn-trinnet") for classes 1 to 6, and the youth ("ungdomstrinnet") for classes 7 to 9, with an optional 10th class in some cases. Schools are co-educational. The work of the "grunnskolen" is regulated by the model plan ("mønsterplan") which outlines the school's basic duties and also lays down curriculum requirements. All pupils follow almost the same timetable throughout the first 7 years of the "grunnskolen", with limited subject options in Grades 8 and 9. At the end of basic schooling pupils sit written examinations in some subjects (usually 2 from Norwegian, mathematics, English and science). These, together with oral examinations and teachers' assessments in the remaining subjects, produce a final mark.

Upper secondary education ("videregaende opplaering") is post-basic schooling, principally for the 16-19 age range. Following experiments from 1969 and on an Act of Parliament in 1974, a 'comprehensive reorganisation' of 'grammar' ("Gymnasium"), vocational, commercial and technical schools has taken place to integrate educational provision across the academic/vocational spectrum. This reorganisation was completed in 1979. The main objective is to give everyone who has completed compulsory schooling the right and opportunity to follow courses for 3 years (4 years in some cases) at the upper secondary stage and to allow pupils increased flexibility in choice of courses and subjects. Courses need not be taken in consecutive years nor immediately after leaving compulsory education.

The Norwegian educational system came to be highly centralised because of the need to provide equal opportunities for people living in varying geographical and social circumstances in a country where significant numbers of people live in remote rural areas. The Ministry of Church and Education lays down minimum standards for work, equipment, buildings, teaching aids, floor space and class sizes, and at school level it approves all textbooks and controls the curriculum and syllabi. There are a number of advisory councils which include in their membership practising teachers on secondment.

Educational administration is being increasingly devolved to regional and local boards.

The "grunnskole" is administered by local boards and is supervised by 19 school directors ("skoledirektor") who are state officials responsible to the Minister. Each local school board has a full-time officer ("Skolegef").

The upper secondary education sector is administered by the 19 counties. Each of these have a regional school board and a regional officer and full-time staff.

Non-university higher education is supervised by 16 regional college boards, which were established in 1976. Each region has its officer and staff. Universities, as well as colleges, are normally run by the state.

Internally Norwegian educational institutions have a high degree of participatory government via staff, student and (in the basic schools) parent councils.

TRAINING OF HEAD TEACHERS

The general pattern of training in Norway is funded by the Ministry via the various National Education Councils. Training is organised usually at county and municipal level and there is a varied pattern of experimentation. Some municipalities combine for training and in some cases school-based training for the whole team of teachers is organised.

There are official and private initiatives. Administrators, ministers and politicians now realise the need for training. New laws have established the school pattern and general frameworks and it is realised that there is a "need to work on the inner life of the school - to link the aims and the daily work" (Vormeland). There seems to be a general recognition of the need for small 'technical' courses dealing with administrative issues and basic courses dealing with the school milieu - attitudes, conflicts, values and communications. Many people I met emphasised the way in which geography and other factors underlined the need to provide a variety of solutions to meet the needs of various regions.

There is no training for headship prior to appointment. This would be contrary to a long tradition backed by parliamentary decision in 1961 that emphasises the need to gain practical teaching experience and improve professionally by self-training. This decision may be questioned by some people in the 1980's.

COURSES FUNDED THROUGH THE NATIONAL GRUNNSKOLE COUNCIL (GSC)

These courses are provided for grunnskole heads, although upper secondary school heads may sometimes attend also. In the past courses had been provided for a period of 4 to 8 weeks on a residential basis but these had been discontinued because they were too costly. There is now a basic 15-day course lasting for a period of one year. Groups spend one non-residential day (or 2/3 days in residence) and in between these sessions individuals work on projects in their own school, fully informing their staff of what is going on and working with and drawing on the experience of teachers on the staff. These school-

based exercises might deal with new ways of tackling routines, means of giving more responsibility to others, development of team work and so on. Heads and some deputy heads attend and the participants join trainers in planning each phase of the training course.

COURSES FUNDED THROUGH THE UPPER SECONDARY SCHOOL COUNCIL

A 100-hour course is offered. 2 to 4 people, including the head, are recruited from each school. The group may include teaching and non-teaching staff. The upper secondary school council offers general guidelines to course planners at county level. Detailed content is decided by counties. The emphasis is on developments from within the school. The participants must all agree to enter the training programme and the emphasis is on individual school-based projects. The content of these courses includes a greater element of administrative and 'technical' training than the grun skole courses. The 100-hours course is planned to last a year, but there is flexibility to extend the length of time for achieving the 100 hours over a longer period in order to fit in with the work of schools. Again, representatives of the participants get together with the trainers to plan each phase of the course.

In 1979/80 8 counties undertook the training course. 18 of the 19 Norwegian counties have already undertaken some training and 2 counties have given training to staff in all of their upper secondary schools.

Heads from the grunnskole have participated in parts of these courses in some counties and benefit has been derived from this opportunity to share common training experiences.

COURSES FOUNDED THROUGH THE NATIONAL COUNCIL FOR INNOVATION IN EDUCATION

This Council was originally established to implement comprehensive school changes in the grunnskole further education and teacher training. It has played a very important part in the development of the 9-year comprehensive school and the new upper secondary education. The Council has organised administrative courses for heads, teachers, non-teaching staff and students for more than ten years.

The Hordaland courses have been partly funded by this Council, and these are now described in some detail.

COUNTY OF HORDALAND - TRAINING FOR GRUNNSKOLE HEADS AND THEIR STAFFS

This training programme has been assisted by another national council - the National Council for Innovation in Education, which was originally established to implement comprehensive school changes in the grunnskole further education and teacher training.

The course I discussed in detail with the trainers was provided for the County of Hordaland, which includes the City of Bergen. More than half of the headteachers in the County are in the City of Bergen, the rest in 33 kommuns varying in size. For example, one municipality covers a large geographical area with a total population of 200 and with 30 pupils of compulsory school age.

The County has some 400 grunnskole - 100 of these cover Grades 1-9 or Grades 6-9. In this County, as elsewhere, a separate County Board looks after the upper secondary schools. Teaching staffs in the grunnskole range in size from 3 to 50.

The training course for heads is an integral part of an organisational development programme for schools. Traditional courses had been held for many years in this area. It had been discovered that where the head was trained alone and away from the school, there was little transfer of benefit back to the school. In this programme the head attends his training with a representative of the teachers at his school. The school staff as a whole have to give their common consent to enter the course. This consent implies a common commitment.

The general ideas behind the course follow the tradition of organisational development training in the USA, the UK and Norway. The training of the headteacher takes place in the context of a school development programme.

The general pattern of training has changed between the first course of this type which began in 1978, and the revised course which began in 1979. In 1979 a preliminary training course of basic information and preparation was provided for the head and all teachers in the school.

1978 Course

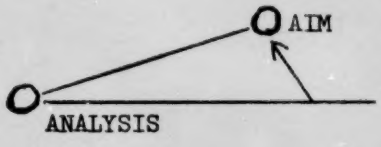
| Year 1 | Year 2 → |
|---|---|
| Head teacher<br>Training of Heads | School analysis<br>OD program<br>Schools in contact |

1979 Course

| Year 1 | Year 2 | Year 3 → |
|---|---|---|
| Information<br>Preparation | School analysis<br>OD program | School analysis<br>OD program<br>Schools in contact |
| | Head teacher<br>Training of head<br>plus one teacher | |

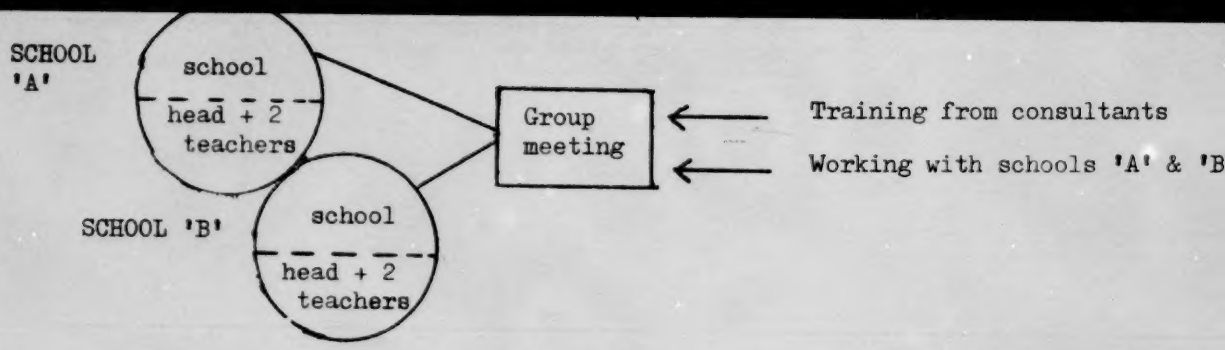
Preparatory Year

People are encouraged to say what they feel about their school. The aim is to achieve a preliminary situation report on the school in its various aspects. After working out and agreeing priorities the teachers select problems they want to work with as a group, individually, or as a school as a whole. Here we see the orthodox OD method of moving from an analysis to state various aims (given priority ratings) and then working out the way to get them.




It is important to note that the whole teaching staff of the school and not the head alone decide whether or not to continue beyond the information and preparation stage.

During the preparation stage each school chooses 3 people as a planning group to organise their development work. This group always includes the head and, usually, 2 teachers; in very small schools the head alone is involved This group attend a group preparation meeting where they learn to work with training and analytical techniques. Volunteer advisers or consultants who will continue to work with the schools, work with these leadership groups. Thus we see the build-up of a support structure as follows:




Currently consultants are county advisers and teachers' centre staff, but in 1980/81 municipalities will begin to provide training consultants, thus linking the course into the permanent support structure.

## THE SECOND YEAR OF TRAINING

The whole school team take part in training sessions totalling 1½ days, where they build up an analysis of the school and its aims (the ideal) and an action plan. An analysis questionnaire is completed by each individual teacher, pairs of teachers who do not usually work together, then groups of 4 teachers. The teacher writes on the theme "How I see my school". This type of analysis has been used in 100 schools in Hordaland and the exercise has been well received by teachers.

In the next stage of building up ideals and aims the same individual, pair and group analyses are undertaken. Then the same process is used to build up a list of priority tasks that the teachers wish to tackle as individuals, groups or as a total staff, and the planning group (head + 2) use this material as the basis for their work.

A summary of needs is referred back to the whole staff for cross-checking and final ordering of priorities. The whole teaching staff then plan what is to be done.

THE HEADMASTER TRAINING ELEMENT

The head gives his approval to the development plan proposed by the staff and is then responsible for the planning of the development phase with his planning group colleagues. For the purpose of the headteacher training in 1979/80 groups of participants were mobilised as follows.

Each group comprises 3 schools represented by:-

3 heads
3 teachers
plus the local municipal school superintendent

2 consultants (konsulents) work with each group. Each of the six groups has the task of preparing a training session on one of six topics which are chosen by the trainers, ie the themes are:-

1. Aims for the school
2. Working together
3. Communications
4. Decisions
5. Conflicts
6. Roles of leadership

In turn each of the six groups leads a 2-day residential training period for all groups. Some groups bring in outside experts for their own preparation sessions and for the main residential course. Generally groups prefer to use their own materials.

YEAR 3 - SCHOOLS IN CONTACT

The development programme continues and a mutual support system is built up.

FOLLOW-UP

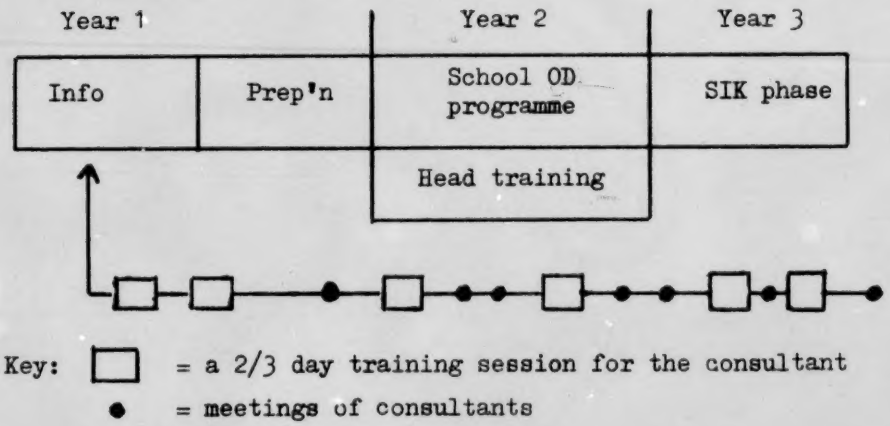
"Schools in contact" will continue to meet from 1981 with the local municipal school administration taking responsibility for school and planning group (SIK) meetings. The county will continue to provide help. The local teacher training college will also provide consultancy support.

CONSULTANT ("KONSULENT") SELECTION AND TRAINING

A training programme of this type is very dependent on recruitment of a good consultant team. It makes massive demands and although enthusiastic ("full of idealism and interest" - Vormeland), they may not have appropriate training and experience. Help can be sought from commercial sources in Norway, such as IMTEC, and from training colleges, teachers' centres, local authority advisers or colleagues and counsellors from other schools. The consultant does not have to 'know all the answers' but he must have 'credibility' with the school and a sound theoretical training and ability in various techniques. For training to be adapted to the needs of the school and its culture, a great deal of expertise and time is required from the consultant. He also needs to exercise 'confidentiality' so that schools can discuss and face up to key problems.

The need for consultants is vast - 25 are needed for the teachers' training programme and a further 40 for the schools in contact (SIK) support programme. The Bergen team have given thought to the timing of consultant training. This is illustrated below. Training is provided for all consultants in the county.

The developing pattern will begin to look like this:



Two training sessions take place before the consultant meets the school team. They get trained in non-directive training techniques. The type of consultant needed is one who understands and is able to exercise this particular training process. The aim has been to ensure that "the consultant experiences the same situations in his training as he himself will create for teachers in the school" (Schei).

The consultant training runs concurrently with all stages of the training course and allows excellent opportunities for case discussions on the consultant's current work with schools.

Evaluation of this training programme is being undertaken by Stord Teacher Training College (Stord Laererhøjskole). Results are not yet available, but so far teachers indicate that they have been helped with solving day-to-day problems and have been encouraged to develop "more positive thinking". The course certainly represents a determined attempt to provide on-going support to the developing schools. However, its success depends on a continuing flow of sensitive, competent and well-trained consultants and a substantial investment in in-service training.

Two papers by the Director of Education in Hordaland, giving a detailed comment on evaluation of the programme, are given in the Appendix.

## TRAINING FOR 'EDUCATIONAL DEVELOPMENT' AT KRISTIANSAND

This course began in the autumn of 1980 and is based at the teacher training college in Kristiansand. Its initiation has met with some opposition from teachers' associations because it will give a qualification and is a formal training also for teachers who want to become heads.

The organiser of this new course has had a varied background as teacher, joint director of the National Council for Educational Innovation. He has had a long-standing interest in problems of headteacher training. His most recent job, prior to joining the staff of the Laererskøle, was director of the new regional college scheme encompassing 6 colleges in 2 counties.

During the 1970s the regional college ran a 2-year course on administration for people working in central and local government.

During the same period the teacher training college had a course for experienced teachers who were interested in developing the school 'atmosphere' and improving human relations in the school. These two developments came together in 1973 with the planning of a 1-year full-time course dealing with school administration. This course was not implemented. It was opposed by teachers' organisations who wanted short courses, and at the time the Ministry agreed with the teachers.

The new course is based at the Kristiansand Laererskole, which was formed through the merger of a training college with the 'normal' 3-year course for grunnskole teachers and a college for nursery teacher training. The Kristiansand college continues to run these full-time courses and also has 1½-year courses recruiting teachers nationally, and several short 100-hour courses with a mixture of residential and non-residential sessions. On the short courses there has been a trend away from administrative issues towards human relations and democratic leadership in the school, dealing with issues such as school climate, co-operation and communications.

The course director visited other courses in 1980 in Norway, Sweden, Denmark, England and Scotland. He has a steering committee for the course which is nominated by the colleges in the region (2 counties). Members of the steering committee have a varied and, in many cases, distinguished background. They include:

(a) The school director for Kristiansand who was head of the National Grunnskole Council for 8 years and is now a county school director;

(b) The director of upper secondary schools in the neighbouring county of Øst. He was first head of the National Upper Secondary School Council and previously head of the first comprehensive senior high school in Norway;

(c) A principal of a teacher training college;

(d) Two teachers from the regional colleges (bringing human relations training), American experience and research work for the Leadership Council;

(e) One teacher from Kristiansand Laererskole.

This committee began to plan the course in January of this year and considered the following major questions:

1. Should training be for heads only?

A decision was taken that this course would not deal with general administrative leadership, a topic already covered by the regional college. This course would concentrate on educational administration and the development of a good school environment. It was agreed that leadership is something all people in an institution are involved in. It was decided to take people from all types of institutions, eg pre-school, grunnskole and upper secondary school and to take heads and ordinary teachers. The main grunnskole teachers' union wanted heads only to attend. 'Severe conflict' (Aase) has developed over this issue. It was decided to open the course also to local politicians. The attitude of the grunnskole teachers' union changed partially once the course opened in September 1980.

2. Should the course be full-time or part-time?

It was recognised that time would be needed for participants to undertake useful work in their schools and this course will cover three semesters (18 months) but will be equal to one semester of a full-time course.

3. Should credits be given

Credits will be given and will count towards salary and degree qualifications - this is a conscious decision by the Higher Education Division at the Royal Ministry of Church and Education. In fact the 100 applications received are mainly from people with good academic qualifications and/or who are serving heads who cannot gain financially. The course will have benefit for those seeking promotion, however.

4. Course numbers

It was decided that 20-25 would be an optimum number, but now the college are taking 30 of the 100 applicants.

5. Content of the course - methodology

This has drawn on Swedish experience and deals mainly with 'school milieu and educational leadership'. The course provides a mixture of theory, individual project work and practical sessions in other schools, social work and other jobs.

Ideally the course should have begun with a residential session where participants would get to know each other, but this was not possible. The theoretical content begins with a study of school and society in the future, how politicians decide priorities. School philosophy and school milieu are studied as are the leadership function in the organisation, institutional democracy, the new law on work environment, school evaluation and development, and staff development and care of new teachers and timetable issues. For these theoretical sessions the college will draw on national experts.

The project will be based on an idea which the student will develop in his own school. A specialist will give advice on choice and methodology to each individual student. Practice will be in industry or in another school, and will be of 3 weeks' duration.

It is intended that students will participate in putting the course together. Two students will be appointed by their colleagues, once the group know each other, and will join the course director and two other steering committee members to plan the various stages of the course.

Evaluation

Students will write an account of their studies during the course, including reflections on their experience, comments on the course and notes on the books they have read and the people they have met. Students will also write project reports. An individual oral examination will take place and on the basis of this it would be feasible for a student to be 'failed'.

Follow-up

It is expected that students will follow up with one of the local OD type courses.

Analysis of applications

Most of the 100 applicants (mainly from two counties) have 8-15 years' experience in schools. (The course director considers 8-15 years the optimum). Half are heads. Eighty-six come from the grunnskole 1 pre-school, 11 upper secondary schools and 2 vocational.

The members of the steering committee have varying views on length of experience needed. The grunnskole people seek 5 years minimum and those dealing with vocational schools seek 2 years only for people with previous industrial experience.

Selection of applicants

The college has problems because it is tied by national regulations which direct that people with the longest experience must be given priority. Twenty have been chosen on that basis and ten for the interest and experience thay have in school development. The director would like to have interviewed applicants and would have liked a balance of the various sectors, ie he would have wanted less grunnskole people and more from upper secondary education.

The teacher training colleges have a problem because they have been isolated too much from grunnskole developments in the past. Three of the eleven teachers at this college are helping with the course and have the task of familiarising themselves with a new area of study.

The next courses will take place simultaneously in the two counties - one in Kristiansand and one in Arental. Sixty students are expected. Reports, with summaries in English, may be obtained after each semester from Mr Aase, the course leader.

FUTURE DEVELOPMENTS

In Norway there seems to be a good liaison between trainers - or at least a good exchange of information down well-established informal 'grapevines'. The trend seems to be towards training people from various sectors together. The National Council and National Upper Secondary School Council are already planning joint ventures and this seems to be the pattern for the next few years.

## SELECTION OF HEADS

### SELECTION OF GRUNNSKOLE HEADS

There are pressures on the head from the local community, although parental pressures are not always as evident as in the UK. The recruitment for headships has slowed up. This is due to a variety of factors - low salary differentials, taxation patterns, the increasing need for heads to exercise a 'democratic' leadership. Only 2% of upper secondary school heads are women - the reasons again are various - they feel greater expectations are placed on them, have the problem of home duties, generally have less higher education. Similarly, only 2 out of 450 municipal school superintendents are women and there are no women county school or FE directors.

The aim is to recruit people with good teaching experience over 5 years (3 years minimum in some cases). People with management skills are needed for 'big' schools of 400/500 pupils. Teachers may have experience as a deputy or a school counsellor but there is no ladder of promotion. Applications are made in response to national advertisements in teachers' union and state journals.

Municipal school boards have had appointments devolved to them since 1978 - against the wishes of the teachers' organisations. The general arrangements are supervised by the County Director of Schools who can return a recommendation to a municipal board for reconsideration on grounds of procedure or because of the inexperience of a candidate compared with other candidates. At the interview, political or religious questions cannot be asked. The board will then consider again and will send their recommendations to the County Director of Schools. He will either accept their recommendations in the light of further information received or he will send the board's recommendation on to the Ministry for a decision. It is possible for a school board member to appeal to the Ministry, but this right is rarely exercised.

Teacher organisations are not involved in the selection procedure but they are soon 'on the telephone' (a county schools director!) in cases of difficulty.

SELECTION - THE UPPER SECONDARY SCHOOL

The head of the upper secondary school used to need long experience and good university qualifications. Lower academic qualifications may now be expected and in the context of the new role of upper secondary schools, technical and commercial experience will be relevant. There is some problem at this early stage of upper secondary reorganisation, because most top jobs seem to be going to the academic generalists rather than to the former vocational school heads, despite Ministry efforts to get a more equitable balance.

Applications are received in response to advertisements in the teachers' union and state journals. Each upper secondary school has its own school board which is given the task of selecting the head. The membership of the board is 2 teachers, 2 students, 2 local politicians and 1 'other' member. The board's recommendations go on to the County board.

I had an opportunity to look at the selection procedures in the County of Hordanger (Bergen area).

The local school boards look for competence as a teacher, 4 years or more of training (more for upper secondary schools) at teacher training college or university, and length of experience. Very few women are appointed as heads.

Internal candidates are sometimes appointed in Bergen, but not in the smaller municipalities where teachers lack the necessary experience - teachers tend to move away from smaller communities.

It is interesting to note that candidates are SELDOM INTERVIEWED - the school board just examine papers.

Reference of a board appointment to the Minister occurs about once or twice a year.

INTERNATIONAL MOVEMENTS TOWARDS EDUCATIONAL CHANGE

The private organisation has its international headquarters in Oslo and I visited its director, Dr Per Dalin, who is actively encouraging organisational development programmes in schools in Norway and other countries. Work in Norway has been used to refine the Institutional Development Programme offered by IMTEC. The basis of the programme is the belief that "any changes must find a basis in real needs of students, teachers, administrators and the local environment, solutions to problems need to be experienced and 'owned' by the actors themselves".

Interesting work is being undertaken in Trondheim, but I have yet to follow this up. The work being done by IMTEC is of course one of several international initiatives, which should be examined in more detail beyond the confines of this study of a single nation's provision.

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'SKOLAR I KONTAKT' (Schools in Contact)

'SKOLEN VAREN MILJØANALYSE' (Analysis of School Climate)

Also various training materials, including general advice to course organisers.

PEOPLE VISITED INCLUDED:

Jon Chr Løken
Underdirektor
Royal Ministry of Church & Education
OSLO

Mr A Froeysnes
Royal Ministry of Church & Education
OSLO

Oddvar Vormeland
Chairman
National Grunnskole Council

Nina Tollaas/Ingegjerd Skei
Upper Secondary School Council

Per Kvist
Chairman
National Council for Educational Innovation
County of Hordaland
BERGEN

Østein Skhei and Jorunn Solberg
Konsulent Konsulent
National Council for Educational Innovation

Lars Aase
Director of Educational Development Course
Teacher Training College
KRISTIANSAND

Dr Per Dalin
Direktor
IMTEC International
OSLO

Director of Education in the County of Hordaland,
Strandgt. 221, 5000 Bergen.

Information about the project "Working Condition and Leadership in Schools".

Background

Project titles: Step I AMS, Arbeidsmiljø og skoleleiing.
Working condition (climate) and leadership in schools.

Step II SIK, Skoler i kontakt.
Schools in contact.

Location: County of Hordaland, including Bergen (pop. 250 000), Norway.

Initiator: Director of Education in the county of Hordaland.

Project partners: Director of Education, County of Hordaland.
Local school authorities in Hordaland.
The two Teachers' Training colleges in Hordaland.
The National Council of Innovation and Change, Oslo.

Start: Autumn 1978.
Revised autumn 1979.

The project started out 1978 as a revised training programme for school - leaders (heads). In Norway school - leaders are obliged to join in - service courses in leadership and administration. These courses are often administred by Directors of Education in different Norwegian counties, but also by other national agencies. In the 70's there was an extensive change in the Norwegian school system, in the organization as well as in curriculum. There was also a change away from

the traditionally centralized policy of decision - making to a more decentralized decision - making policy giving local authorities and schools greater influence on their own situation. This policy was also in accordance with new legislations, giving employees in schools as well as elsewhere, greater influence on their own working conditions and working climate in a very broad sense of the word. To meet the demand for leadership - training and at the same time help the schools adjust to the new situation and bring about innovation and change, a new approach in leadership training was tried out in Hordaland in the autumn 1978. The guidelines for this first approach were laid down by a conference of local school - leaders under the chairmanship of the Director of Education in Hordaland.

The project therefore started out primarily as a revised training programme for in - service school - administrators, headmasters and a few teachers (one for every 6th school). The participants applied personally for joining the programme.

The design of the first version of the project, AMS I - 1978/79, was to organize the participants into groups meeting regulary to study separate subjects related to administration and management, focussing at human relations and innovation in schools. The groups prepared and presented the particular theme they had studied for the other groups in seminars held at regular intervals through the period. The participants, headmasters in particular, were expected and urged to share and to use their new insights and skills at their own schools, hoping for a process of change and innovation in schools to get started. The experiences drawn from this first design indicated that change in schools does <u>not</u> come about just by giving heads and a few teachers a training programme in dynamic leadership, human relations and innovation.

The processes and personal development the participants might experience through studies and discussions in the study -

groups were alienating them from the rest of the staff. As we all know it is difficult to communicate one's experiences to others. The transfer of the content of the programme to staff rooms also proved to be very difficult, and attempts to implement innovations were frequently met by resistance, even with resentment.

The group of project leaders found that the design had to be changed if there was to be any promotion of innovation and change in the attending schools, if this still should be one of the objectives of the project. The schools were therefore invited to a revised and somewhat different project for 1979/81, called AMS II. The same design is used for 1980/81, in AMS III. It is this design of the project, together with the follow - up (step II), SIK, we are focusing on in the rest of this MAP.

The decision - making structure of AMS/SIK

1. The central decision - making group managing the project AMS/SIK consists of

   - the Director of Education in Hordaland
   - the municipal school - director in Bergen
   - the deans of the two teachers' training colleges in the county

   The Director of Education in Hordaland is project leader.

2. The administration - group for the projects consists of three administrators from the Director of Education's office and one from the municipal school office in Bergen.

3. There are local managing groups, one in each region, having the responsibility for practical arrangements, economy etc.

4. One decision - making group, called "planning - group", in every scool in the project. This group normally consists of the head and two other persons elected by the staff.

5. A reference - group consisting of elected representatives from municipal and county school - administrations, heads, teachers, teachers' training colleges, the University of Bergen, teachers' associations and professionals in relevant fields of education.

Funding

The AMS/SIK - project are funded from different sources:

1. Local school - administrations.
2. The Director of Education in Hordaland.
3. The two teachers' training colleges in Hordaland.
4. The National Council of Innovation and Change.

The major part of the funding has up to now been carried by the Director of Education in Hordaland and on The National Council of Innovation and Change.

Objectives

As indicated above, the project has now two major objectives:

1. to provide for an extensive and dynamic leadership training on human relations and innovation in schools

2. to inspire and help schools to start a systematic effort leading to innovation and change.

There should be equal effort in the development of both areas, and the work should be going on at the same time.

The project is based on the following principles:

1. Leadership is a comprehensive concept. School - administrators, headmasters and teachers are all leaders and need leadership - training. Headmasters are key-figures in schools and therefore strategies for change and innovation should take particular care to secure their full involvement and cooperation.

2. The training should be organized in such a way that leadership, change and innovation are continually subject to discussion in the school society.

3. There should be wide - spread participation by the people involved in all places of the project. The responsibility for progress is <u>in</u> the school, not outside.

4. The innovation process should start on a basis of a self - analytic diagnosis.

5. Key - personnel, consultants and project leaders should be given an adequate training. The focus should be on stimulating <u>processes</u> for change in schools, and to transmit to schools instruments and tecniques for effective problem - solving which should enable the school to build a process of self - renewal.

6. The project should be evaluated on principles of formative evaluation.

These principles has been laid down in the final design of the project. Aiming at an improvement of human relations, leadership and general innovation and change, the objective of the project as a whole is to help making the school a better place for teaching, learning and living together, for pupils as well as teachers and others.

## Brief description of the project

I AMS

### Timing

The work in AMS is extended over a period of more than two years.

| | | |
|---|---|---|
| First year, | autumn: | Information |
| | spring: | Preparation |
| Second year, | autumn: | Implementing |
| | spring: | Implementing (continued) |
| Third year, | autumn: | Termination |

### Information

The schools in a district will get information about the project in two ways:

1. Through leaflets and other information - materials especially made for this project.

2. Informants from the local school - authorities inform the schools by attending staff - meetings.

The staff makes a decision to join or not to join the project by majority vote. The implication of a vote for joining the project is that the head and one teacher from the staff are obliged to join the leadership - training programme. This contrasts to the first design where the head applied personally to join the leadership training - programme.

Preparation

Schools voting for attending the project start making preparations for the implimentation.

1. A group for managing and leading the innovation work in their school is elected by the staff. The group will normally consist of three persons (including the head), and is called a "planning - group". In the preparation period this group will meet other similar groups from a school - district to discuss practical problems and strategies for innovation and change in schools.

2. One teacher is elected to attend the leadership training programme together with the head.

3. Study groups for the leadership - training are organized in different districts. Each group usually has participants from three schools. Often personnel from the local school administration will join the study - groups too. All study - groups in a district will have a seminar in the preparation period to discuss materials and strategies.

4. Two consultants are appointed to each group. The consultants will be working both with the study - groups and will be following the innovation process in the

schools represented in their group. They will here be working in close cooperation with the "planning - group". The consultants are paid by the local school - authorities.

5. Plans for using time and other resources for implementing the project the next year will be prepared and decided upon by every school attending the project.

Implementing AMS

A Innovation process at the individual school

The innovation process is starting up by using an instrument divided into three steps:

1. Diagnosis of the present situation.
2. Identifying goals, the optimal functional state for the school.
3. Planning proposals for actions to attain the stated goals.

This instrument is developed by a local group appointed by the Director of Education in Hordaland, and has much in common with similar instruments used in O.D. It has been revised twice. The consultants usually administer the instrument in cooperation with the schools "planning - groups".

A priority list of problems is made, and a play and a time table for working at the problems are agreed upon. Groups are appointed to tackle the different problem areas, but the "planning - group" coordinates the work and supports the groups in their problem - solving through the year. The "planning - group" is also the consultants' contact at the school.

During the year the whole staff may go away for a 2 - 3 days' seminar discussing their problems and getting new information and inspiration to continue the process of innovation. These seminars are valuable for developing human relations in the staff. The seminars have been subsidized by the Director of Education in Hordaland.

In Norway a school - year includes 8 full days of teacher planning, disposed through the year. Some of these days are used for regional courses involving all the schools in a district. These courses are compulsing for the teachers. In connection with the AMS/CIK - projects all these 8 days have been released for working with the project for the attending schools. This time - resource is very valuable for the innovation and change efforts at the individual school. Some schools have managed to give the "planning - groups", and other groups doing some time - consuming work, compensations in the form of reduced teaching - hours or extra wages for a period of time.

B The leadership training programme

As mentioned above the participants in this training programme are local school - administrators and the headmaster and one teacher from every school attending the AMS - project.

Participants from three schools usually form a study - group.

Six study - groups form a regional group. The local school - administrators will join one of the groups belonging to their region.

The training programme consists of six major themes:

1. Implementing the objectives of the school.

2. Cooperation, team - teaching and development of teaching material and methods.

3. Communication and human relation in school.

4. Roles of leadership at different levels in the school system.

5. Conflicts- and problemsolving.

6. Sharing responsibility and decision - making in school.

Each theme has several sub - themes.

The study - groups are concentrating on one of the major themes each in order to present this to the other groups on the regular regional group seminars. There will be six such seminars through the study year. The seminars will last for two days. This opens for a night of social get - together every time, and this arrangement has proved to be of great value for the participants group - feeling and "project - ownership".

Taking responsibility for the content on one of the seminars and presenting one of the major themes there is a "must" for every group. Otherwise the groups are free to take up any of the other major themes, sub - themes or study whatever theme they find relevant, function as resource - group for schools not attending the AMS - project, etc.

Literature

Lists of recommended literature have been prepared both for the innovation work at school and for the leadership training programme. Some of the literature are articles and pamphlets written with special attention to the type of problems that the schools and study - groups are facing in this type of project.

AMS - termination

The AMS - project is terminated in the autumn the third school year.

A final one - day seminar for summing up and evaluating the project is arranged by the project - managing group. The participants will here also discuss how to continue the process of innovation and change at their schools, on their own or by attending the follow - up project, SIK.

SIK. The follow - up project

All schools participating in the AMS - project (including AMS I) are offered a follow - up project, SIK (schools in contact). This implies that the individual school has the opportunity to continue the innovation process with support from outside agencies for another year or two.

The name of the project may be somewhat misleading. The original thought was that a system of schools in a district having attended AMS would cooperate and support each other in furthering the process of innovation and change. The geographical extension of the county of Hordaland and the following and other external factors made this thought of "schools in contakt" more wishful thinking than reality, even though there are a few exceptions of this.

Organization

Every school voting for joining the follow - up project, SIK, elects a new "planning - group" of three persons. It is regarded an advantage that the head still is a member of the "planning - group".

The school may chose whether to have a consultant or not. In contrast to AMS, the SIK - project offers one consultant per school. The school, using an instrument of diagnosis and goal - setting, defines it's own problems and goals. The "planning group" is managing the work, as in AMS.

The "planning - groups" will be invited to one - day seminars twice a year to discuss difficulties and problems they are facing, and to share the different experiences they have had in their work so far. These seminars are opening up for contact and cooperation between different schools, and are of particular value for giving the "planning - groups" new impulses and stimulation.

For schools without a consultant, the "planning - group" seminars seem to be of particular importance.

The schools attend the SIK - project for one year. Then a new decision is made whether to follow the project for another year or not.

The SIK - project is now in its second year.

The number of schools having attended AMS and SIK

| | | | |
|---|---|---|---|
| 1978/79 | AMS I | 74 schools in | 8 communities |
| 1979/80 | AMS II | 40 " in | 11 " |
| 1980/81 | AMS III | 34 " in | 9 " |
| | | | |
| 1979/80 | SIK I | 47 schools - 21 with consultants | |
| 1980/81 | SIK II | 81 schools - 40 with consultants | |

The number of consultants and the training of consultants

The project demands a rather large number of consultants.

This year AMS demands 25 and SIK 37 consultants. Most consultants are teachers, some are psychologists, some are lectures at teachers' training colleges, a few are heads or school - administrators.

The consultants in AMS I were not given any training at all. In AMS II the consultants got some training relevant to their work. In AMS III and in SIK the consultants have been given an in - service training amounting to 10 days a year with some additional studies of relevant literature.

The training programme has to a great extent been influenced by the participants' own problems and needs as consultants. The role of a consultant in an O.D. project has been very much in focus - the process - oriented consultant an ideal. Communication, conflict- and problemsolving have also been central in the training programme.

The Director of Education in cooperation with the two teachers' training colleges in the county are managing and are responsible for this training programme.

Evaluation

A group of three persons working at one of the teachers' training colleges has assumed responsibility for carrying out an evaluation of the projects. This evaluation is supposed to be a part of a more extensive evaluation - project on in - service training and innovation in general in the school.

The objectives of the evaluation on the AMS/SIK - projects are to get information on

- which goals the individual schools have set for their work
- what hindrances the schools meet during the work
- what actions the schools will take to overcome the perceived hindrances
- what results the innovation efforts seem to produce.

The major design for implementing the evaluation is the survey - feedback method, using interviews, questionaries, observations, studies of written materials etc.

The evaluation started in the autumn 1979 and is still going on. A final evaluation of the projects AMS/SIK will hopefully be presented in the next 2 - 3 years.

The Director of Education in Hordaland is doing an evaluation on AMS III in cooperation with the participants of the project themselves. This evaluation is carried out in a smaller scale, and will mainly be founded on questionaries. The main objective of this evaluation is to look more closely at the significance of the leadership - training programme for the innovation process of the participants' school. This evaluation will be concluded within May 1981.

Experiences

Problems and perceived hindrances

The problems of the AMS I - design have been described to some lenght in the first part of this MAP.

In the design in operation to - day, AMS III and SIK, the major problems seem all to arise from the size of the project and the great geographical distances in the county.

Information

There have been some problems of getting substantial and correct information out to the schools during the information period. Schools have joined the project on premises founded on misunderstandings about the objectives of the project, and some schools have not joined the project due to other misunderstandings about the objectives. Written materials informing the schools about the project have probably not been clear enough and subject to interpretations and some informants visiting the schools have created misunderstandings by not beeing sufficiantly informed themselves. The central decision - making group has improved the information materials and more experienced informants have been used.

Extra work for the staff

The innovation work going on in the schools is perceived by some of the staff as being time - consuming and therefore an additional burden in their everyday work. This leads to some resistance and resentment to the innovation process.

The reason for this very often is that the school has not taken the necessary steps to secure the time - resources of the 8 days of teacher planning (mentioned above) for project-work. Often no other time - resources are disposed for the innovation work either. In the information materials the decision - making group now has focused more on the time - resources available to the school.

Majority vote

A procedure of majority voting for joining the project have probably created some problems, particularly in instances with a large minority in the staff. Resistance is not to

be avoided in such instances, especially in the start.

A procedure of consensus would naturally be of great importance to secure full commitment from all, but this is very difficult to accomplish. There has therefore been no change in the majority vote procedure so far.

The headmasters

Some heads have been reluctant to join the project and sometimes seemes to have slowed down the innovation - process in their schools. The explanation may be that some of the heads feel threatend fearing that these processes may lead to changes in their ways of managing the school and their role as school - leaders.

Focusing on human relations between staff

There has lately been some criticism against AMS/SIK for having focused too much on human relation among the grown - ups in the school society while the students and their problems seem to be forgotten.

This criticism may in some respect be fair enough. The instruments for starting up processes of innovation is made for staff, not for students. So with this starting point it is natural that the focus to some extent will be on staff problems. But the fact remains that the school itself is free to define and pursue any problems it perceives.

Consultants

The large number of schools attending the AMS/SIK - projects made a massive demand for consultants.

Starting from scratch, almost all of the consultants were unskilled as such the first years unskilled consultants will often make mistakes, and probably also sometimes create problems for the schools. The in - service training programme has helped a lot to improve the situation, and a staff of rather well skilled consultants now are available for the project, although none of them could be labeled as professional consultants.

Innovation processes takes time

At the start of most O.D. - projects people involved are enthusiastic and expects great results in a short time.

This has also been the case regarding AMS/SIK. When the participants find that working towards long - range goals takes much patience and persistence, some are disappointed and enthusiasm disappears. Many schools therefore need help and inspiration from outside agencies to overcome the down - periods.

Seminars for "planning - groups" and for the whole staff is one way of getting inspiration. Help and new impulses through the consultants are other ways to overcome "depressions". The best advice to schools getting "stuck" in the work for long - range goals seems to be: Start with some small and simple project.

Perspectives for the future

1. AMS III

The AMS - project will be concluded in the autumn 1981.

All 34 AMS III schools will be invited to join the SIK - project.

2. SIK

The SIK - project will continue for some time, but will probably eventually be an integrated part of a school - development and consultant service of the local school - administration. The schools having attended the AMS/SIK - project will hopefully continue their work for innovation and change on their own, which was one of the objectives of the projects.

3. Training programme for consultants

The training programme for consultants will continue for the next few years.

4. Evaluation and research

The evaluation of the projects is now on it's way, and will be continued for the next two years and probably somewhat extended. In the future it will be of great importance that the school itself gets some assistance to assess it's own work and progress.

5. A simple design for starting an innovation process

A group, appointed by the Director of Education in Hordaland, is now trying to make a "package - design" for schools wanting to start an innovation process on their own.

This "package" will probably contain an instrument for starting up the process, other materials, instructions, lists of recommended literature etc. This "package" may also be used by the local school - administrations.

## 6. "Working together in the classroom"

The Director of Education in Hordaland will initiate a new O.D. project: "Working together in the classroom". This project will, as the name indicate, focus on O.D. in the classroom and be a natural follow - up of the AMS/SIK - projects.

The objective will be to develop group processes in the classroom, communication, leadership, methods of teaching, cooperation on different levels etc.

This project will hopefully start in the autumn 1981 with a dozen teachers directly involved.

DIRECTOR OF EDUCATION IN THE COUNTY OF HORDALAND
FEBRUARY 1981

Information about the Projects

"Working Condition and Leadership in Schools"
and
"Schools in Contact"

## I The Background and the Purpose of the Projects

The Director of Education in the county is responsible for running courses for the school leaders in the district (municipality). The experience of those who attend these courses is that it is difficult to transfer the contents of the course to the school. A general conclusion is that the staff and the heads must be involved in the process of development at the same time. That is the background for the project "Working condition (climate) and leadership in school".

In this connection the words "working condition" means the situation in and around the school, the climate or the atmosphere in the school. The working condition depends on the framework within which schools must operate, how the staff and the head cooperate and communicate, how the relationship is between teachers, pupils and parents, etc.

The project was started in 1978 by the Director of Education in the county of Hordaland in cooperation with The National Council of Innovation in Education, the Teachers training colleges in Bergen and Stord and local authorities. It goes on in more than one hundred schools all over the county. The National Council has given financial support to the project.

The project includes two main components:

"Arbeidsmiljø og skoleleiing" (AMS)
"Working condition and leadership in schools"

"Skolar i kontakt"
"Schools in contact"

"Schools in contact" is a follow - up project for all schools participating in the AMS- project. The purpose of the project is to improve the working conditions and the education in the schools. If it is to be successful, all members of the school society must be involved in the process of the changes. We try to do that by promoting changes in the curriculum and in the relationship between the home and the school. These changes would include the strengthening of the relationships between parents and teachers and between all members of the schools staff.

It is not the intention to influence directly each individual person, but to change the organization of the school. We hope that all members of the school society will be more responsible for the activities which take place and for the decisions which will be taken.

## II Organization of the Project "Working condition and leadership in schools"

This project has two parts.

A Innovation process at the individual school (or curriculum development in the schools).

B Training of the heads and one teacher from each school at a special course in leadership.

Participation in the project is on a voluntary basis. If a school wishes to participate, it may only do so provided that the majority of the staff agree.

A Innovation Process at the individual School

1. Analysis of the working Condition

The innovation process begins by using an instrument which helps the school to analyse the working condition at the school. The instrument is divided into three steps:

a) Diagnosis of the present Situation.
When using the analysis, the school can discover the existing situation of that particular school. That means that the school makes an assesment of the present conditions.

b) Identifying Goals.
The staff must also use the analysis to make an assesment of what they think would be the ideal situation, or the optimal functional state for the school.

c) Planning Proposals for Actions to attain the stated Goals.
The difference between the existing situation and the ideal situation is a problem which the staff has to deal with. The staff must decide which are the most urgent needs.

The analysis has six different items:

1. Educational tasks and ways of working.
2. Cooperation between teachers and planning of work.
3. Decisionmaking.
4. The pupils in the school.
5. School and home.
6. The framework within which the school must operate.

The schools have done a lot of work during the period they have been taken part in the project. Examples:

- planning of team- teaching
- improving the physical environment
- organization of the material and the equipment
- communication between teachers and pupils
- how to use the environment in education
- relationship between home and school

Problems can arise with regard to the use of time given for lessons and planning. Many schools have devoted considerable time to this problem in order to make better use of the resources.

2. Planning- group

A staff elects a group who will make a plan for the work and supervise it. The Head is always a member of that group.

3. Working- group

The work will be divided between different groups where teachers, parents and pupils can participate depending on the subject under discussion.

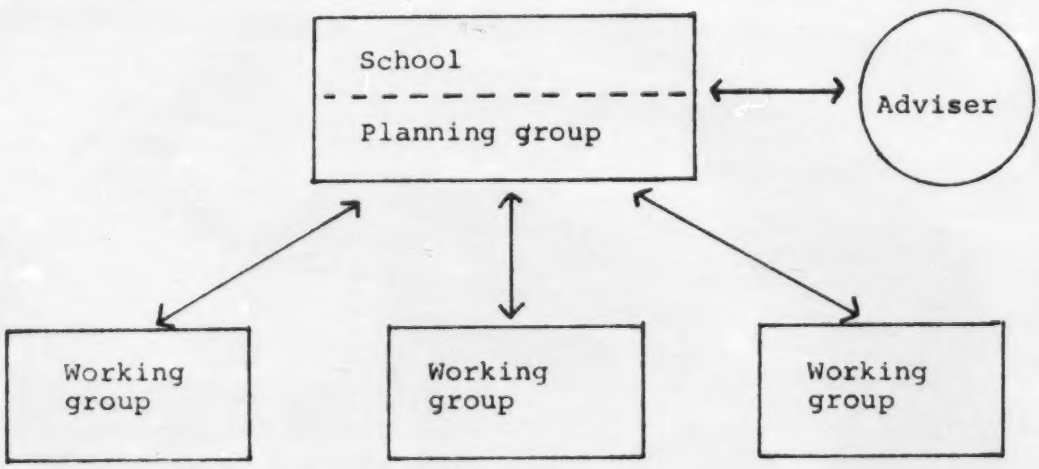
4. Time for Work

The teachers in Norway have one week in which to prepare this extra work. The time allowed during this week is 40 working hours. These hours can be used any time during the year. Usually the planning time is divided between 5 - 8 days. The teachers do their planning work after considering the results of the analysis.

5. School- adviser (Consultants)

In this project there are advisers who help the schools. They are familiar with the analysis and has some meetings with the staff and the planning group. The advisers will not try to solve the problems or take part in arguments, but they will try to help the staff to solve their own problems and encourage the changing process in the school.

Organization of the Work in the School



## B Training in Leadership

Training in leadership is given at a special course. This course runs in the same year as the school participate in the curriculum development programme.

### 1. The Participants in the Cource

The Chief Education Officer in the municipalities, the head teachers and one teacher from each of the schools which participate in the project, attend the course. The reprecentatives from the teachers are elected by the staff.

### 2. The Duration of the Course

The leadership- training is the minimun of that which is required for the training of Heads in Norway. The course lasts 15 days. The seminars last for only one or two days at a time during the year.

### 3. The Content of the Leadership Training Programme

The training programme is concentrated around six major themes:

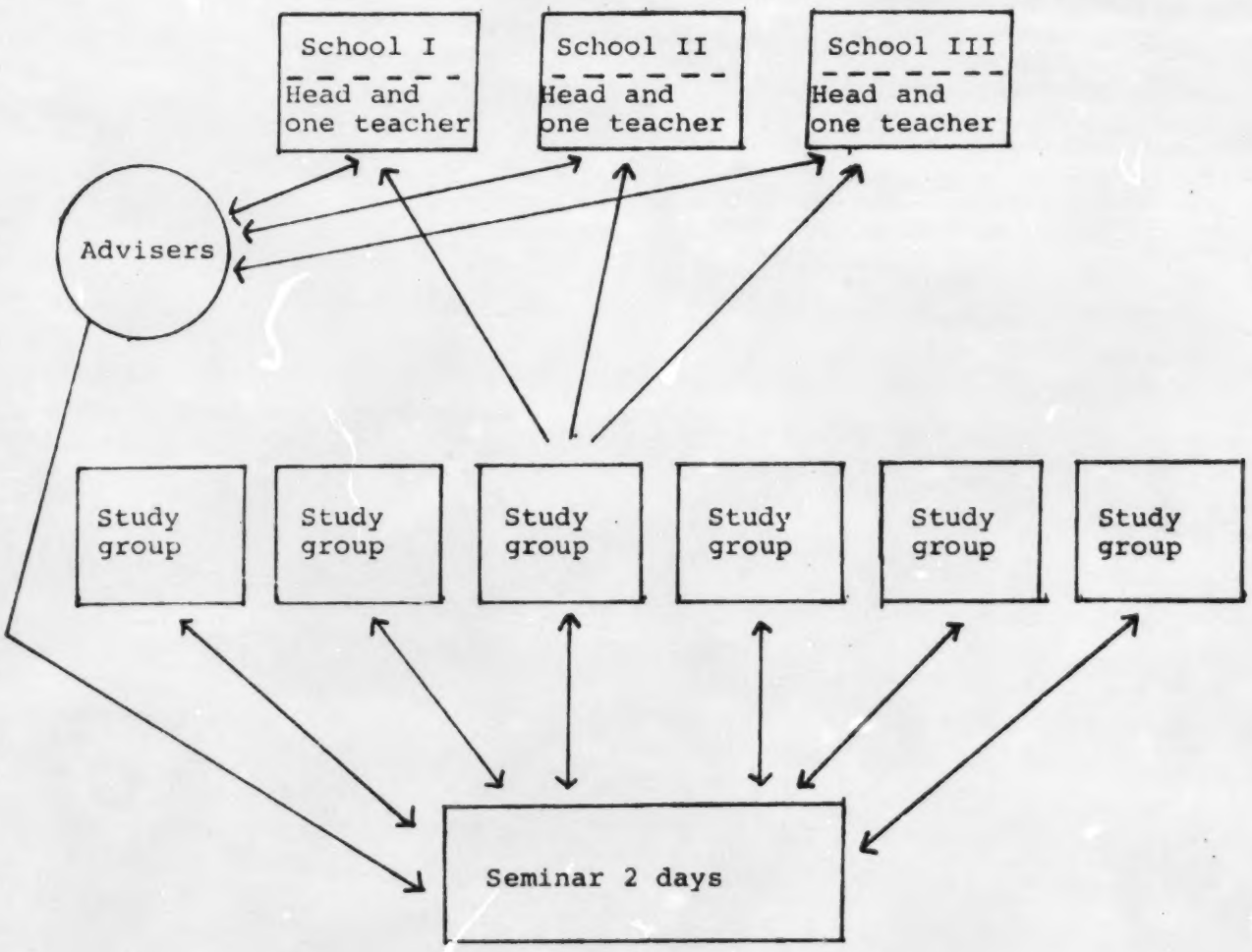
1. Implementing the objectives of the school.
2. Cooperation, team- teaching and development of teaching material and methods.
3. Communications and human relation in school.
4. Roles of leadership at different levels in the school system.
5. Conflicts- and problemsolving.
6. Stearing responsibility and decisionmaking in school.

4. The Study- groups and the Advisers

There are representatives from three schools - the head and one teacher in each group.

The study- groups are concentrating on one major theme each in order to present this to the other groups on the regional group- seminars. There will be six such seminars trough the study year. The seminars will last for two days as mentioned above. The advisers take part in the training programme and are responsible for one study- group.

5. Model for the Organization of the training of School- leaders

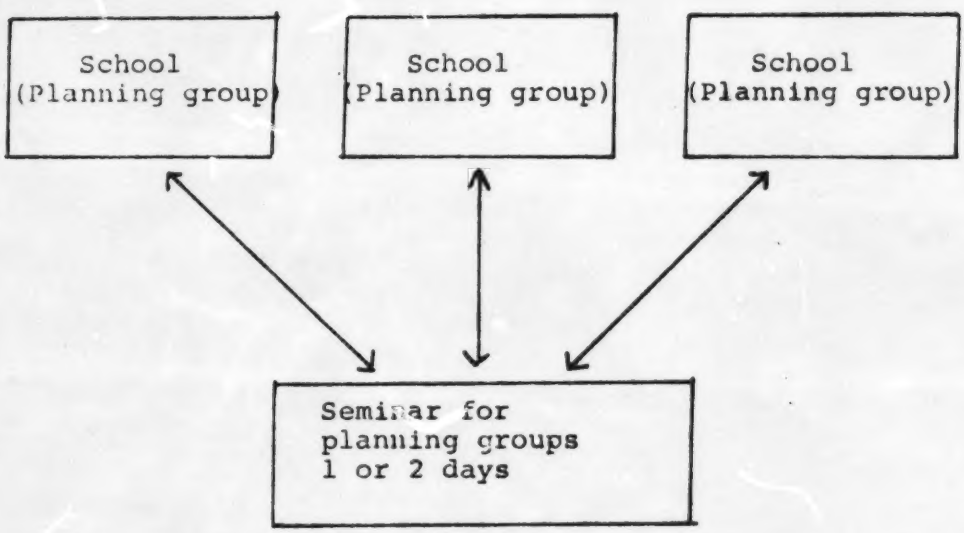


## III Organization of the Project "Schools in contact"

"Schools in contact" (SIK) is a follow- up project. All schools participating in the AMS-project are offered this follow- up project. This implies that the individual school has the opportunity to continue the innovation process with support from outside agencies for another year or two. But there is no longer a special course in school leadership. Participation in this part of the project is also on a voluntary basis. The work in the schools starts with a new analysis of the situation in the school.

The schools which participate in the project cooperate and exchange experience in different ways. The planning-group from the schools in the same district usually meet at least once in a term.

Schools in Contact (SIK)



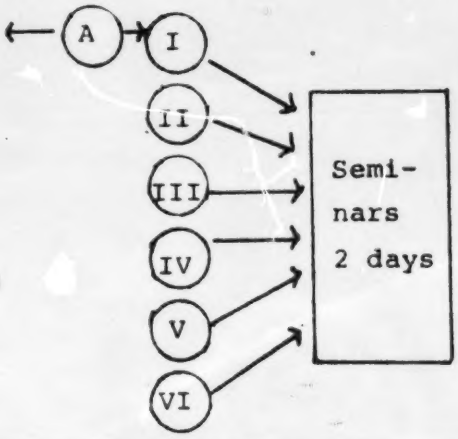
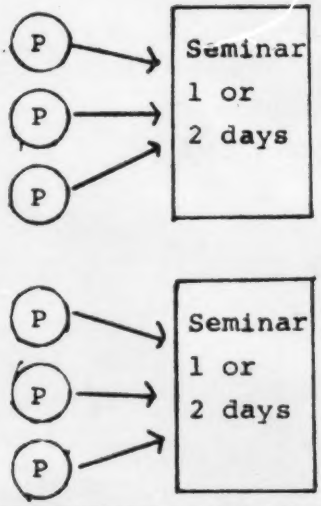
## IV Training of the Advisers

In the project there is a special training programme for the advisers. The training programme for this two years includes practice as an adviser in a school, personal study and seminars.

There is a minimum of ten days meetings per year. A meeting can last from one to four days.

The teacher training colleges in the County are responsible for running the training programme in cooperation with the Director of Education in the County.

"Working condition (climate) and leadership in school" (AMS)

| Time | Innovation process at the individual school | The leadership training programme | Training of advisers |
|---|---|---|---|
| 1. year | | | |
| | Information to<br>- local authoroty<br>- school leaders<br>- school staff | | Seminars:<br>2 days |
| | Preparation<br>Meetings for planning groups and advisers | Study groups are established | 2 days<br>1 day |
| 2. year | School analysis. The staff works with different problems during the year. Pupils and parents take part. |  | 1 day<br>4 days<br>4 days<br>1 day |
| 3. year | School analysis<br>Curriculum - development continues | Schools in Contact (SIK)<br>  | 1 day<br>4 days<br>4 days<br>1 day |
| | SIK continues | | |